## AMENDED IN ASSEMBLY JUNE 8, 2006 AMENDED IN ASSEMBLY MAY 4, 2006 AMENDED IN ASSEMBLY JUNE 27, 2005

## **SENATE BILL**

No. 458

## **Introduced by Senator Speier**

February 18, 2005

An act to add and repeal Chapter 2.23 (commencing with Section 1399.830) of Division 2 of the Health and Safety Code, and to amend Sections 14087.51, 14087.52, 14087.53, and 14087.54 of the Welfare and Institutions Code, relating to health care.

## LEGISLATIVE COUNSEL'S DIGEST

SB 458, as amended, Speier. Basic health care: counties.

Existing law, the Knox-Keene Health Care Service Plan Act of 1975, provides for the licensure and regulation of health care service plans. Existing law also provides for the regulation of health insurers by the Insurance Commissioner.

This bill would authorize, until January 1, 2009, a health care coverage pilot project in which up to 200,000 employees of employers in chronically uninsured industries, as defined, may be enrolled and receive preventative health care coverage, as specified, through administering health care service plans or health-insures insurers. The bill would require that, before January 1, 2009, an evaluation of the coverage provided pursuant to the pilot project be submitted to the Legislature.

Existing law provides for the Medi-Cal program, which is administered by the State Department of Health Services and pursuant to which health care services are provided to qualified low-income SB 458 — 2 —

persons. Existing law authorizes any county or counties to establish a special commission in order to meet the problems of delivery of publicly assisted medical care in the county or counties, and to demonstrate ways of promoting quality care and cost efficiency.

This bill would expand the scope of that authorization to include meeting the problems of a lack of access to affordable health-eare plan coverage, and would authorize a commission to offer coverage for privately financed medical care for residents of *the commission's county*, other counties, *or both*, in certain circumstances.

Vote: majority. Appropriation: no. Fiscal committee: yes. State-mandated local program: no.

The people of the State of California do enact as follows:

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SECTION. 1.

SECTION 1. Chapter 2.23 (commencing with Section 1399.830) is added to Division 2 of the Health and Safety Code,
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4 to read:

Chapter 2.23. The Chronically Uninsured Industries and Workers Access to Health Care Coverage Pilot Program Act of 2005

1399.830. As used in this chapter, the following terms have the following meanings:

- (a) "Chronically uninsured industry" means an industry or occupation where employers have historically not offered health care coverage to their employees. For purposes of this pilot program, an employer is eligible to cover employees if the employer has not offered prepaid health care coverage to its hourly employees for at least one year at the time the employees are initially covered pursuant to this pilot program and at the time the employees are initially covered pursuant to this pilot program the employer has 5,000 employees or less in California.
- (b) "Preventive health care" means a comprehensive benefit package that consists only of the following:
- (1) Comprehensive health screens, to be provided initially and thereafter at an interval of every six months. The health screens may be provided at the employee's worksite with the consent of the employer.

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(2) Preventive primary care, including general and family care, pediatrics, internal medicine, physical exams, gynecology, immunizations, family planning, and minor emergencies.

- (3) Preventive dental care, including X-rays, cleanings, and fillings.
- (4) Additional comprehensive services, including preventive mental health services if providers are available within health care network.
- (c) "Nonprofit providers" means nonprofit community health centers, nonprofit primary care clinics, nonprofit federally qualified health centers, and look-alikes, all of which shall have nonprofit status under Section 501(c)(3) of Title 26 of the United States Code as well as individual providers who are not part of the staff of nonprofit community health centers or clinics but who have nonprofit status under Section 501(c)(3) of Title 26 of the United States Code. To the extent possible, nonprofit providers should have "cultural and linguistic competency" for the communities they serve as that term is defined in Section 2198.1 of the Business and Professions Code.

1399.831. This chapter authorizes a pilot project in which up to 200,000 employees at any one time may be enrolled, and for which nonprofit providers, as defined and through the process described below, may accept prepayment for provider services for up to one month at a time. The benefits described in subdivision (b) of Section 1399.830 shall be benefits required of providers authorized pursuant to this pilot project. Additional benefits may be offered by the providers or the administering health care service plan or health insurer. Family coverage may be offered under this chapter at the option of the employer based upon the employer's discussions with employees.

1399.832. An employer in a chronically uninsured industry may opt to arrange and pay for preventive health care coverage for employees through an administering health care service plan or health insurer involving health benefit guarantee contracts between an employer and one or more nonprofit medical providers, who will provide the covered services to the employees. An employer shall pay a monthly payment, which shall include an amount covering no more than the actual costs of the administering health care service plan or health care insurer in administering the coverage authorized under this chapter, for

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each employee to the administering health care service plan or health insurer, which shall pass through the employer's payment, less the amount covering the health care service plan or health insurer's cost of administration, to the providers. The administering health care service plan or health insurer shall not bear any risk for coverage provided under this chapter. An employee shall be covered beginning on the first day of the month, with payment due from the employer to the administering health care service plan or health insurer on or before mid-month and then to the provider on or before the last day of that month. 

1399.833. Health care providers participating in this program shall be responsible for providing assistance to covered employees, family members, and relatives in seeking health care coverage from public sector programs for which they may be eligible, including, but not limited to, Medi-Cal, Medicare, Healthy Families, and any other state or federally funded health care programs.

1399.834. An employee, or dependent, if applicable, shall be responsible for a copayment for each health care service or appointment provided under this chapter. The amount of the copayment shall be determined through negotiations between employers, employees, and providers. At no time shall employees be responsible for paying a copayment and a share of cost of the monthly premium paid by the employer.

1399.835. Marketing of the health care product offered under this chapter shall be undertaken on a collaborative basis and shall involve the administering health care service plan or health insurer, medical service providers contracted to provide services under this chapter, and employer associations. Employer associations may assist the administering health care service plan or health insurer and providers in marketing, but questions and answers regarding benefits under the coverage shall be answered by a licensed broker agent, whether employed by the administering health care service plan or health insurer, the providers, the association, or any or all of these entities.

1399.836. Before January 1, 2009, an evaluation of the coverage provided under this chapter shall be submitted to the Legislature. The evaluation shall determine the positive and negative attributes and issues relative to providing a preventive-primary health care product. The evaluation shall

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include, but not be limited to, (1) utilization of the health care 1 services accessed under this article, (2) patient satisfaction, (3) 3 use of hospital emergency rooms by covered patients both prior 4 and after availability of coverage under this chapter, (4) 5 estimated savings to state and local general fund expenditures, 6 (5) adequacy of clinic finances to bear the risk of one month of 7 services under a contract of prepaid care, and (6) any other 8 relevant matters. The evaluation shall be conducted by a philanthropic organization selected by the Insurance Commissioner and shall not require any expenditure of General 10 Fund revenues. The Insurance Commissioner may appoint an 11 12 advisory panel of no more than nine persons comprised of 13 medical services providers, employers, employees, 14 administering health care service plans or health insurers for the 15 purpose of identifying additional areas and aspects of this pilot 16 program to be evaluated and developing a structure for carrying 17 out the evaluation.

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1399.837. Nonprofit community clinics, nonprofit primary care clinics, federally qualified health centers, and federally qualified health center look-alikes shall be required to submit audited financial statements to the State Department of Health Services to substantiate their financial viability to offer a month-to-month prepaid health benefits package consistent with these provisions. Approval by the State Department of Health Services may be granted to the aforementioned clinics and centers if they have been a recipient of funds administered by the State Department of Health Services including such programs as Medi-Cal, rural and farm worker health, Expanded Access to Primary Care, Family PACT, and California Perinatal Services Program, and State Department of Health Services deems the approval appropriate to meet otherwise unmet health care needs that could be met through this pilot program. Disputes about the medical necessity of care shall be submitted to the Department of Managed Health Care and governed by the resolution of those disputes through the Department of Managed Health Care.

1399.838. This chapter shall remain in effect only until January 1, 2009, and as of that date is repealed, unless a later enacted statute, that is chaptered before January 1, 2009, deletes or extends that date.

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 SEC. 2. Section 14087.51 of the Welfare and Institutions Code is amended to read:

14087.51. (a) It is necessary that a special commission be established in San Mateo County and in any other county designated by the California Medical Assistance Commission in order to meet the problems of the delivery of publicly assisted medical care, or lack of access to affordable health plan coverage in the counties and to demonstrate ways of promoting quality care and cost efficiency for both publicly assisted medical care and privately financed medical care. The commission may offer coverage for privately financed medical care for residents of San Mateo County, other counties, or both, if the governing body of the commission determines that the need for affordable coverage exists in other those counties. The commission shall not use any payment or reserve from the Medi-Cal program for purposes of offering coverage for privately financed medical care as authorized pursuant to this subdivision.

- (b) The Board of Supervisors of San Mateo County and of the designated counties may, by ordinance, establish commissions to do any or all of the following:
- (1) Negotiate the exclusive contracts specified in Section 14087.5 and to arrange for the provision of health care services provided pursuant to this chapter.
- (2) Enter into contracts for the provision of health care services to subscribers in the Healthy Families Program.
- (3) Enter into agreements under Chapter 5 (commencing with Section 6500) of Division 7 of Title 1 of the Government Code.
- (c) In addition to the authority specified in subdivision (b), the Board of Supervisors of San Mateo County may, by ordinance, authorize the commission established pursuant to this section to provide health care delivery systems for any or all of the following persons:
- (1) Persons who are eligible to receive medical benefits under this chapter in the county, including, but not limited to, persons who are eligible through federal waiver or a pilot project.
- (2) Persons who are eligible to receive medical benefits under both Title 18 and Title 19 of the federal Social Security Act.
- 38 (3) Persons who are eligible to receive medical benefits under 39 Title 18 of the federal Social Security Act.

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(4) Persons who are eligible to receive medical benefits under publicly, *privately*, *or publicly and privately*, supported programs if the commission and participating providers acting pursuant to subcontracts with the commission agree to hold harmless the beneficiaries of the publicly supported programs if the contract between the sponsoring government agency and the commission does not ensure sufficient funding to cover program costs.

- (d) If the board of supervisors elects to enact an ordinance pursuant to this section, all rights, powers, duties, privileges, and immunities vested in a county by an article shall be vested in the county commission. Any reference in this article to "county" shall mean a commission established pursuant to this section.
- (e) The enabling ordinance shall specify the membership of the county commission, the qualifications for individual members, and any other matters as the board of supervisors deems necessary or convenient for the conduct of the county commission's activities. A commission so established shall be considered a public entity for purposes of Division 3.6 (commencing with Section 810) of Title 1 of the Government Code. All commissioners shall be appointed by majority vote of the board of supervisors and shall serve at the pleasure thereof. The board of supervisors may appoint no more than two of its own members to serve on the commission.
- (f) As an alternative to establishing a separate commission, the enabling ordinance may designate the board of supervisors itself as the commission authorized by this article.
- SEC. 3. Section 14087.52 of the Welfare and Institutions Code is amended to read:

14087.52. (a) It is necessary that a special commission be established in San Bernardino County in order to meet the problems of the delivery of publicly assisted medical care, or lack of access to affordable health plan coverage in the county and to demonstrate ways of promoting quality care and cost efficiency for both publicly assisted medical care and privately financed medical care. The commission may offer coverage for privately financed medical care for residents of other counties if the governing body of the commission determines that the need for affordable coverage exists in other counties. Because there is no general law under which this commission could be formed,

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the adoption of a special act and the formation of a special commission is required.

- (b) The Board of Supervisors of San Bernardino County may, by ordinance, establish a commission to negotiate the exclusive contract specified in Section 14087.5 and to arrange for the provision of health care services provided pursuant to this chapter, and to enter into contracts for the provision of health care services to subscribers in the Healthy Families Program. If the board of supervisors elects to enact this ordinance, all rights, powers, duties, privileges, and immunities vested in a county by this article shall be vested in the county commission. Any reference in this article to "county" shall mean the commission established pursuant to this section.
- (c) It is the intent of the Legislature that if a commission is established pursuant to subdivision (b), the County of San Bernardino shall, with respect to its medical facilities and programs, occupy no greater or lesser status than any other health eare provider in negotiating with the commission for contracts to provide health care services.
- (d) The enabling ordinance shall specify the membership of the county commission, the qualifications for individual members, the manner of appointment, selection, or removal of commissioners, and how long they shall serve, and any other matters as the board of supervisors deems necessary or convenient for the conduct of the county commission's activities. The commission so established shall be considered an entity separate from the county, shall file the statement required by Section 53051 of the Government Code, and shall have, in addition to the rights, powers, duties, privileges, and immunities previously conferred, the power to acquire, possess, and dispose of real or personal property, as may be necessary for the performance of its functions, to employ personnel and contract for services required to meet its obligations, and to sue or be sued. Any obligations of the commission, statutory, contractual, or otherwise, shall be the obligations solely of the commission and shall not be the obligations of the county or of the state unless expressly provided for in a contract between the commission and the county or state.
- (e) Upon creation, the commission may borrow from the county, and the county may lend the commission funds, or issue

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revenue anticipation notes to obtain those funds necessary to commence operations.

- (f) In the event the commission may no longer function for the purposes for which it was established, at the time that the commission's then existing obligations have been satisfied or the commission's assets have been exhausted, the board of supervisors may by ordinance terminate the commission.
- (g) Prior to the termination of the commission, the board of supervisors shall notify the State Department of Health Services of its intent to terminate the commission. The department shall conduct an audit of the commission's records within 30 days of notification to determine the liabilities and assets of the commission. The department shall report its findings to the board within 10 days of completion of the audit. The board shall prepare a plan to liquidate or otherwise dispose of the assets of the commission and to pay the liabilities of the commission to the extent of the commission's assets, and present the plan to the department within 30 days upon receipt of these findings.
- (h) Upon termination of the commission by the board, the County of San Bernardino shall manage any remaining assets of the commission until superseded by a department approved plan. Any liabilities of the commission shall not become obligations of the county upon either the termination of the commission or the liquidation or disposition of the commission's remaining assets.
- (i) Any assets of the commission shall be disposed of pursuant to provisions contained in the contract entered into between the state and the commission pursuant to this article.
- SEC. 4. Section 14087.53 of the Welfare and Institutions Code is amended to read:

14087.53. (a) It is necessary that a special commission be established in Ventura County in order to meet the problems of the delivery of publicly assisted medical care, or lack of access to affordable health plan coverage, in the county and to demonstrate ways of promoting quality care and cost efficiency for both publicly assisted medical care and privately financed medical care. The commission may offer coverage for privately financed medical care for residents of other counties if the governing body of the commission determines that the need for affordable coverage exists in other counties. Because there is no general law

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under which this commission could be formed, the adoption of a special act and the formation of a special commission is required.

- (b) The Board of Supervisors of Ventura County may, by ordinance, establish a commission to negotiate the exclusive contract specified in Section 14087.5 and to arrange for the provision of health care services provided pursuant to this chapter, and to enter into contracts for the provision of health care services to subscribers in the Healthy Families Program. If the board of supervisors elects to enact this ordinance, all rights, powers, duties, privileges, and immunities vested in a county by this article shall be vested in the county commission. Any reference in this article to "county" shall mean the commission established pursuant to this section.
- (c) The enabling ordinance shall specify the membership of the county commission, the qualifications for individual members, the manner of appointment, selection, or removal of commissioners, and how long they shall serve, and any other matters as the board of supervisors deems necessary or convenient for the conduct of the county commission's activities. The commission so established shall be considered an entity separate from the county, shall file the statement required by Section 53051 of the Government Code, and shall have, in addition to the rights, powers, duties, privileges, and immunities previously conferred, the power to acquire, possess, and dispose of real or personal property, as may be necessary for the performance of its functions, to employ personnel and contract for services required to meet its obligations, and to sue or be sued. Any obligations of the commission, statutory, contractual, or otherwise, shall be the obligations solely of the commission and shall not be the obligations of the county or of the state.
- (d) Upon creation, the commission may borrow from the county and the county may lend the commission funds, or issue revenue anticipation notes to obtain those funds necessary to commence operations.
- (e) In the event the commission may no longer function for the purposes for which it was established, at the time that the commission's then existing obligations have been satisfied or the commission's assets have been exhausted, the board of supervisors may by ordinance terminate the commission.

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(f) Prior to the termination of the commission, the board of supervisors shall notify the State Department of Health Services of its intent to terminate the commission. The department shall conduct an audit of the commission's records within 30 days of notification to determine the liabilities and assets of the commission. The department shall report its findings to the board within 10 days of completion of the audit. The board shall prepare a plan to liquidate or otherwise dispose of the assets of the commission and to pay the liabilities of the commission to the extent of the commission's assets, and present the plan to the department within 30 days upon receipt of these findings.

- (g) Any assets of the commission shall be disposed of pursuant to provisions contained in the contract entered into between the state and the commission pursuant to this article.
- (h) It is the intent of the Legislature that if a commission is established pursuant to subdivision (b), the County of Ventura shall, with respect to its medical facilities and programs, occupy no greater or lesser status than any other health care provider in negotiating with the commission for contracts to provide health care services.
- (i) Upon termination of the commission by the board, the County of Ventura shall manage any assets of the commission until superseded by a department approved plan. Any liabilities of the commission shall not become obligations of the county upon either the termination of the commission or the liquidation or disposition of the commission's remaining assets.

SEC. 5.

- SEC. 3. Section 14087.54 of the Welfare and Institutions Code is amended to read:
- 14087.54. (a) Any county or counties, including counties subject to Section 14087.51, 14087.52, or 14087.53, may establish a special commission in order to meet the problems of the delivery of publicly assisted medical care, or lack of access to affordable health plan coverage, in the county or counties and to demonstrate ways of promoting quality care and cost efficiency for both publicly assisted medical care and privately financed medical care. A commission may offer coverage for privately financed medical care for residents of *the commission's county*, other counties, *or both*, if the governing body of the commission determines that the need for affordable coverage exists in-other

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those counties. The commission shall not use any payment or reserve from the Medi-Cal program for purposes of offering coverage for privately financed medical care as authorized pursuant to this subdivision.

- (b) (1) A county board of supervisors may, by ordinance, establish a commission to negotiate the exclusive contract specified in Section 14087.5 and to arrange for the provision of health care services provided pursuant to this chapter. The boards of supervisors of more than one county may also establish a single commission with the authority to negotiate an exclusive contract and to arrange for the provision of services in those counties. If a board of supervisors elects to enact this ordinance, all rights, powers, duties, privileges, and immunities vested in a county by this article shall be vested in the county commission. Any reference in this article to "county" shall mean a commission established pursuant to this section.
- (2) The commission operating in Santa Cruz and Monterey Counties pursuant to this section may also enter into contracts for the provision of health care services to persons who are eligible to receive medical benefits under any publicly, *privately*, *or publicly and privately*, supported program, if the commission and participating providers acting pursuant to subcontracts with the commission agree to hold harmless the beneficiaries of the publicly supported programs if the contract between the sponsoring government agency and the commission does not ensure sufficient funding to cover program costs. The commission shall not use any payments or reserves from the Medi-Cal program for this purpose.
- (3) In addition to the authority specified in paragraph (1), the board of supervisors may, by ordinance, authorize the commission established pursuant to this section to provide health care delivery systems for any or all of the following persons:
- (A) Persons who are eligible to receive medical benefits under both Title 18 of the federal Social Security Act (42 U.S.C. Sec. 1395 et seq.) and Title 19 of the federal Social Security Act (42 U.S.C. Sec. 1396 et seq.).
- (B) Persons who are eligible to receive medical benefits under Title 18 of the federal Social Security Act (42 U.S.C. Sec. 1395).
- (4) For purposes of providing services to persons described in paragraph (3), if the commission seeks a contract with the federal

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1 Centers for Medicare and Medicaid Services to provide Medicare 2 services as a Medicare Advantage program, the commission shall 3 first obtain a license under the Knox-Keene Health Care Service 4 Plan Act (Chapter 2.2 (commencing with Section 1340) of 5 Division 2 of the Health and Safety Code).

- (5) With respect to the provision of services for persons described in paragraph (3), the commission shall conform to applicable state licensing and freedom of choice requirements as directed by the federal Centers for Medicare and Medicaid Services.
- (6) Any material, provided to a person described in paragraph (3) who is dually eligible to receive medical benefits under both the Medi-Cal program and the Medicare Program, regarding the enrollment or availability of enrollment in Medicare services established by the commission shall include notice of all of the following information in the following format:
- (A) Medi-Cal eligibility will not be lost or otherwise affected if the person does not enroll in the plan for Medicare benefits.
- (B) The person is not required to enroll in the Medicare plan to be eligible for Medicare benefits.
- (C) The person may have other choices for Medicare coverage and for further assistance may contact the federal Centers for Medicare and Medicaid Services (CMS) at 1-800-MEDICARE or www.Medicare.gov.
- (D) The notice shall be in plain language, prominently displayed, and translated into any language other than English that the commission is required to use in communicating with Medi-Cal beneficiaries.
- (c) It is the intent of the Legislature that if a county forms a commission pursuant to this section, the county shall, with respect to its medical facilities and programs occupy no greater or lesser status than any other health care provider in negotiating with the commission for contracts to provide health care services.
- (d) The enabling ordinance shall specify the membership of the county commission, the qualifications for individual members, the manner of appointment, selection, or removal of commissioners, and how long they shall serve, and any other matters as a board of supervisors deems necessary or convenient for the conduct of the county commission's activities. A commission so established shall be considered an entity separate

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from the county or counties, shall be considered a public entity for purposes of Division 3.6 (commencing with Section 810) of Title 1 of the Government Code, and shall file the statement required by Section 53051 of the Government Code. The commission shall have in addition to the rights, powers, duties, privileges, and immunities previously conferred, the power to acquire, possess, and dispose of real or personal property, as may be necessary for the performance of its functions, to employ personnel and contract for services required to meet its obligations, to sue or be sued, and to enter into agreements under Chapter 5 (commencing with Section 6500) of Division 7 of Title 1 of the Government Code. Any obligations of a commission, statutory, contractual, or otherwise, shall be the obligations solely of the commission and shall not be the obligations of the county or of the state.

- (e) Upon creation, a commission may borrow from the county or counties, and the county or counties may lend the commission funds, or issue revenue anticipation notes to obtain those funds necessary to commence operations.
- (f) In the event a commission may no longer function for the purposes for which it was established, at such time as the commission's then existing obligations have been satisfied or the commission's assets have been exhausted, the board or boards of supervisors may by ordinance terminate the commission.
- (g) Prior to the termination of a commission, the board or boards of supervisors shall notify the State Department of Health Services of its intent to terminate the commission. The department shall conduct an audit of the commission's records within 30 days of the notification to determine the liabilities and assets of the commission. The department shall report its findings to the board or boards within 10 days of completion of the audit. The board or boards shall prepare a plan to liquidate or otherwise dispose of the assets of the commission and to pay the liabilities of the commission to the extent of the commission's assets, and present the plan to the department within 30 days upon receipt of these findings.
- (h) Upon termination of a commission by the board or boards, the county or counties shall manage any remaining assets of the commission until superseded by a department approved plan. Any liabilities of the commission shall not become obligations of

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- the county or counties upon either the termination of the
  commission or the liquidation or disposition of the commission's
  remaining assets.
- 4 (i) Any assets of a commission shall be disposed of pursuant to provisions contained in the contract entered into between the state and the commission pursuant to this article.